



COMMONWEALTH OF MASSACHUSETTS STATE HOMELAND SECURITY STRATEGY

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Robert C. Haas
Secretary

July 27, 2006

I am pleased to present the recently revised State Homeland Security Strategy (SHSS) for the Commonwealth of Massachusetts. This strategy was submitted to the Department of Homeland Security, Office of Grants and Training in accordance with requirements as defined in the FY2005 Homeland Security Grant Program (HSGP) guidelines. Through this program, the Department of Homeland Security provides planning, equipment, training, exercise, and management funding to emergency prevention, preparedness and response personnel in all 50 states. HSGP program guidelines in FY2003 required that each state submit for approval a SHSS that defines the strategic vision, goals and objectives that will guide how the state government (departments, agencies and authorities) will work in partnership with federal, regional, local, and private sector entities to enhance statewide capabilities to detect, prevent, respond to and manage the consequences of acts of terrorism and other critical incidents. In FY2005, HSGP guidelines required each state to review and refine their SHSS in order to ensure an updated blueprint for comprehensive, enterprise-wide planning for homeland security efforts existed. On April 10, 2006 the Commonwealth received formal notification that its submission had been approved by the Department of Homeland Security.

This statewide homeland security strategy represents a compilation of input, ideas and recommendations received from federal, state, local, and private sector officials through a series of meetings and other planning activities held throughout the state since 2003. The revised strategy takes into account the results of numerous statewide inventories of homeland security activities conducted by the Executive Office of Public Safety throughout the past three years and addresses the four homeland security mission areas (prevent, protect, respond, recover) and reflects the seven National Priorities as stated by the Department of Homeland Security. This strategy also incorporates the results of yearly comprehensive threat, vulnerability and risk assessments completed by the Massachusetts State Police Criminal Intelligence Section. These components continue to be used to assist local public safety officials in the development and implementation of regional homeland security plans that are consistent with the overall state strategy.

This strategy is a critical step toward enhancing the Commonwealth's ability to work with its federal, regional and local partners to protect the people who live in, work in and visit the Commonwealth from future acts of terrorism or other catastrophic events. It will ensure that homeland security efforts statewide will proceed in a coordinated, consistent manner, adhering to the same central strategy. I am proud of the work that went into this strategy, from all levels of state and local government.

I look forward to working with you in the coming months as we work together to implement this statewide strategy.

Sincerely,

Robert C. Haas
Secretary of Public Safety

SECTION 1 INTRODUCTION

A. Purpose

This document serves as the State Homeland Security Strategy (SHSS) for the Commonwealth of Massachusetts. It provides the strategic vision that will guide how the state government (the executive branch, departments, agencies and authorities), will work in partnership with federal, regional, local and private sector entities, to enhance statewide capabilities to detect, prevent, respond to and manage the consequences of acts of terrorism and other critical incidents.

Since 2003, when the initial Strategic Plan was released, the Commonwealth of Massachusetts has continued to work toward establishing, enhancing and maintaining a unified regional infrastructure that focuses on preparedness, prevention, protection, response and recovery. The Commonwealth used the federal fiscal year 2003 State Homeland Security Strategy as a foundation. Since the creation of the original document, the Commonwealth of Massachusetts has achieved numerous successes. This revised Strategy continues to build on those successes, and serves as a long term guide for future accomplishments and achieved benchmarks. This strategy incorporates the results of statewide inventories of homeland security activities throughout the Commonwealth and threat, vulnerability and risk assessments completed by the Commonwealth Fusion Center, which falls under the auspices of the Massachusetts State Police Criminal Information Section.

The Commonwealth of Massachusetts will utilize resources provided by the Department of Homeland Security to support a multi-disciplinary approach to homeland security. This approach will emphasize detection, prevention, and information driven response and consequence management planning. The Commonwealth will take steps to ensure that all homeland security related funding received from the Department of Homeland Security and other federal entities is utilized in a coordinated manner. The Commonwealth will use these funds to:

- Offset the cost of planning activities;
- Acquire equipment and technology;
- Develop training programs;
- Plan and conduct training exercises;
- Improve and enhance capabilities supporting the seven National Priorities listed in the National Preparedness Goals; and
- Any other purposes expressly authorized by the federal government.

It will be a top priority for the Commonwealth to enhance its ability to collect, analyze and distribute critical terrorism-related intelligence and other relevant information. The collection, analysis and distribution of this information will serve as the foundation for a multi-disciplinary, proactive, risk

mitigation approach to homeland security. Up-to-date, threat, vulnerability and risk information will be used to guide all operational planning and training activities.

B. State Vision

The Commonwealth will continue to adopt an “all hazards” and “all crimes” approach to homeland security. These efforts will be guided by the understanding that efforts to detect, prevent, respond to, and manage the consequences of acts of terrorism and other critical incidents are a twenty-four hour a day, seven days a week responsibility and part of the operational culture of state and local government. Building upon the solid foundation provided by -- and in partnership with -- the Joint Terrorism Task Force and the United States Attorney’s Anti-Terrorism Advisory Council, the Commonwealth will take aggressive steps to enhance the capabilities of state, local and private sector entities so that they can better support the continuum of efforts necessary to ensure that homeland security related activities are proactive, information driven and multi-disciplined and ultimately guided by five fundamental principles:

- Terrorists often commit “traditional” crimes to support their extremist agenda and frequently they often collaborate with individuals involved in “traditional” criminal activity;
- Homeland security efforts are more effective when they involve the daily collaboration between core disciplines including, but not limited to, law enforcement, fire services, emergency medical, emergency management, healthcare, social service, transportation, environmental protection, public utilities, agriculture, general services, natural resources, and corrections;
- The same proactive, information driven and multi-disciplinary methods used to effectively mitigate crime, disorder, public health, social service and other emerging problems serve as the foundation for homeland security related efforts;
- Efforts to protect residents, workers and visitors of the Commonwealth from future acts of terrorism need not be done at the expense of effective day-to-day service. Nor must the Commonwealth invest millions of dollars in technology and equipment that will only be used in the event of a terrorist attack. In fact, the very information technology, communication systems, and business processes that support effective service delivery each and every day provide the foundation for effective efforts to detect, prevent and respond to terrorism and other critical incidents; and
- The Commonwealth will not compromise its commitment to uphold civil liberties and to sustain and dramatically strengthen the Commonwealth’s proactive, positive partnership with the increasingly diverse communities throughout the Commonwealth.

The Governor has designated the Secretary of the Executive Office of Public Safety (EOPS) as the state’s Homeland Security Advisor.¹ Accordingly, EOPS will coordinate statewide efforts to

¹ As defined by the United States Department of Homeland Security.

detect, prevent, respond to and manage the consequences of a terrorist attack or other critical incident. The Executive Office of Public Safety will establish a working partnership with various disciplines of federal, state and local government (law enforcement, fire, emergency medical, emergency management, transportation, healthcare, general services, environmental, etc) and private sector entities in carrying out this function. Additionally, EOPS serves as the State Administrative Agency for the homeland security funding. The activities of state departments, agencies and independent authorities will continue to be coordinated through a multi-disciplinary Homeland Security Executive Committee comprised of executives from various state cabinet departments.² The Homeland Security Executive Committee will work in partnership with federal entities and local entities that will be organized into with multi-disciplinary regional consortiums modeled in part of the metropolitan Boston Urban Area Security Initiative.

C. State Goals and Objectives

Goal #1 – The Commonwealth will enhance its ability to assess risk and prevent future terrorist attacks or critical incidents.

The Department of Homeland Security defines prevention as “actions to avoid an incident, to intervene to stop an incident from occurring, or to mitigate an incident’s effect. It involves actions to protect lives and property and to defend against attacks. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; investigations to determine the full nature and source of the threat; public health surveillance and testing processes; immunizations, isolation or quarantine; and law enforcement operations aimed at deterring, pre-empting, interdicting, or disrupting illegal activity.”³

The loss of life and financial repercussions that would result from a successful terrorist incident requires that the Commonwealth of Massachusetts take aggressive steps to prevent such an attack from occurring. As a part of its SHSS, the Commonwealth will enhance its capacity to detect and prevent attacks (and other critical incidents). To achieve its goals, the Commonwealth in conjunction with federal, regional and local partners will take steps to:

- Produce up-to-date threat, vulnerability and risk information;
- Work with public and private sector entities to develop and implement problem-solving techniques that effectively address emerging threat conditions and environmental factors that may increase the vulnerability of relevant location(s) by enhancing physical security or taking other actions designed to minimize risks to assets;

² Commonwealth’s Department of Fire Services, Executive Office of Public Safety, Department of Public Health, Massachusetts State Police, Criminal History Systems Board, MBTA Transit Police Department, Massport, Executive Office of Transportation and Construction, The National Guard, Massachusetts Aeronautics Commission, and the Massachusetts Emergency Management Agency. Additionally, the metropolitan Boston Urban Area Security Initiative has appointed a representative to serve on the Homeland Security Executive Committee.

³ Department of Homeland Security, National Response Plan, page 8.

- Support performance-based risk minimization and homeland security-related problem-solving efforts;
- Through an expansion of the state's Citizen Corp efforts, mobilize and train local community members and private sector officials to work with state and local personnel to identify unusual circumstances, while respecting privacy and ensuring that heightened awareness does not spark unnecessary alarm;
- Work to create and institutionalize regionalized public awareness programs to educate the public about terrorist alert levels and how to best prepare in the event of an emergency;
- Ensure the effective flow of information among federal, state, local and private sector entities;
- Ensure food and agricultural security planning is conducted through the establishment of working groups;
- Provide agro-terrorism awareness training and conduct exercises to state and local first responders;
- Through a partnership with public health officials, ensure ongoing monitoring of emergency health events through CBRNE detection systems, including the Biowatch program and the Biological Detection System (implemented by the U.S. Postal Service), as well as syndromic surveillance in hospitals;
- Through a partnership with public health and safety officials and other public and private organizations, continue to monitor flu data and trends as part of ongoing flu pandemic preparedness planning;
- Implement statewide and regional flu pandemic awareness summits ; and,
- Assess and implement sustainable Homeland Security training and exercises across the Commonwealth by continuing to engage in training and exercise opportunities associated with WMD-CBRNE and Anti Terrorism awareness training for first responders.

A key component of the Commonwealth's homeland security efforts will be the state's ability to work with local, regional, federal and private sector partners to identify the parts of the state's critical infrastructure that are most at risk and taking steps to 'mitigate those risks.'⁴ It is both unproductive and fiscally irresponsible for the Commonwealth to adopt a statewide homeland security strategy that fails to use specific risk-related data to guide funding, planning and training efforts. It should be noted, however, that to be meaningful from an operational and training perspective, assessing threat, vulnerability and risk means more than the one-time collection of law enforcement information. It must

⁴ As the Commonwealth expands its ability to collect and analyze threat-related information, it must also take steps to ensure that this information is protected from inappropriate disclosure including the use of existing provisions established in state law.

include developing the capacity to “blend” – on an ongoing basis -- public safety information with other important information (public health, transportation, financial services, social service, etc.) in order to:

- Rapidly identify emerging threats;
- Support multi-disciplinary, proactive and community focused problem solving activities;
- Support predictive analysis capabilities; and
- Improve the delivery of emergency and non-emergency services.

The Executive Office of Public Safety will work closely with other state entities and its federal, regional, local and private sector partners to establish an ongoing threat, vulnerability and risk identification and mitigation process as well as implementing the National Infrastructure Protection Plan. This process will guide all homeland security related operational planning, equipment acquisitions and training activities. The process will include completing a baseline threat, vulnerability and risk assessment that will be updated on an ongoing basis. Threat, vulnerability and risk -related information will regularly be shared with relevant federal, state, local and private sector officials and these officials will work in partnership to develop and execute performance based risk mitigation strategies. As part of this process, the Commonwealth will take steps to:

- Continue to establish a prioritized list of potential targets and potential methodologies of attack;
- Share target lists with key officials;
- Identify conditions, environmental or otherwise, that may facilitate the ability of a terrorist to successfully carry out an attack;
- Continue to establish and implement a process for identifying and tracking key “indicators” of evolving/emerging terrorist-related activity;
- Monitor these indicators as part of the daily management of service related information;
- Disseminate important information to key individuals/entities and support the development and implementation of risk mitigation efforts; and
- Develop and track defined performance metrics that will allow for performance-based management of risk mitigation efforts.
- Collaborate with the United States Coast Guard (Captain of the Port) to coordinate critical infrastructure protection initiatives and maritime security, and ensure that port security initiatives are coordinated with other homeland security initiatives.

Goal #2 – The Commonwealth will improve its ability to collect, analyze, disseminate and manage key information.

The operational and organizational “hub” of the Commonwealth’s homeland security efforts will continue to be a 24/7 information fusion center maintained by the Massachusetts State Police Criminal Intelligence Section (henceforth referred to as the Commonwealth Fusion Center). The Commonwealth Fusion Center will collect, on an ongoing basis, an assortment of information (including but not limited to threat and vulnerability, terrorism, public safety, law enforcement, public health, social service, public works, transportation, etc.) from federal, state, county and local sources.⁵ Highly trained personnel will process, evaluate and analyze relevant information that will then be used by policy makers, the Regional Homeland Security Councils and state, local and private sector personnel in support of:

- Risk mitigation efforts;
- Tactical and operational planning;
- The development of appropriate training and exercises;
- The development of programmatic performance metrics; and
- The allocation of funding.

In order to maximize the capabilities of the Commonwealth Fusion Center and reduce the potential for duplication of effort, the Commonwealth will work closely with the Joint Terrorism Task Force, United States Attorney’s Office and other key state, regional, and local entities to:

- Follow provisions of 28 Code of Federal Regulations (CFR) pertaining to Criminal Intelligence Systems operating policies (Chapter 1, Part 23 in particular);
- Establish a 24/7 information center that will serve as an “all source, multi-disciplinary intelligence fusion center;”
- Adhere to the principles and guidelines set forth in the Global Justice Information Sharing Initiative (Global) *Fusion Center Guidelines*;
- Conduct an information needs analysis as a component of the intelligence/information fusion center;
- Ensure that intelligence/information requirements are formulated in a clear and concise manner;
- Ensure that the information gathering and sharing system includes all "owners" of key assets/critical infrastructures;
- Establish a workable and reasonable “tier-line” approach for the sharing of information with other agencies, jurisdictions and the private sector;

⁵ For example, it will be a priority for the Commonwealth to establish linkages between the Fusion Center and the various Operational Control Centers operated by Massachusetts Highway Authority, MassPort, MBTA, Massachusetts Turnpike Authority and Boston Transportation Department.

- Ensure appropriate multi-disciplinary representation in the Commonwealth Fusion Center including establishing linkages with federal, state, regional, local and private sectors entities;
- Establish the information system using plans and processes that reasonably assure that all terrorist-related activity is reported to the Commonwealth Fusion Center;
- Identify “intelligence and information requirements” with sufficient specificity to alert observers to watch for certain things and train them to forward the information to the fusion center;
- Establish coordination points with related agencies to share information, strategies and tactics;
- Establish a clear path of information from multi-disciplinary observers to the fusion center;
- Establish connectivity with the Homeland Security Operations Center (HSOC);
- Establish and incorporate the Homeland Security Information Network (HSIN) and the Health and Homeland Alert Network (HHAN); and
- Conduct operational training and exercises associated with intelligence activities to test observation of suspicious events and behaviors.

Goal #3 – The Commonwealth will improve preparedness by enhancing regional coordination.

The Department of Homeland Security defines preparedness as the “activities necessary to build and sustain performance across other domains. In one sense, preparedness is part of the life cycle of a specific incident in that it includes the range of deliberate, time-sensitive tasks that need to occur in the transition from prevention to response. Preparedness can also be characterized as a continuous process or cycle. The mission of preparedness is to develop meaningful answers to the question, ‘are we prepared to be aware of, to prevent, to respond to, and to recover from terrorist attacks, major disasters, and other emergencies?’ Preparedness involves efforts at all levels of government and within the private sector to identify risks or threats, to determine vulnerabilities, to inventory resources available to address those vulnerabilities, and to identify requirements or shortfalls, resulting in preparedness plan to remedy shortfalls over time. Preparedness plans include program initiatives for planning, training, equipping, exercising and evaluating capability to ensure sustainable performance in order to prevent, prepare for and respond to incidents.”⁶

Unfortunately, aggressive awareness and prevention efforts cannot provide a 100% guarantee that all terrorist attacks will be prevented. Therefore, it must be a top priority for the Commonwealth to be prepared to mitigate the wide range of potential activity by terrorists (and others) including, threats, hoaxes, small scale attacks designed to disrupt service and attacks designed to cause mass casualties.

⁶ Department of Homeland Security, National Response Plan, page 8.

To support effective planning and preparation, local entities within five defined geographical areas have formed regional, multi-disciplinary (public safety, health, transportation, public works, etc.) consortiums entitled Regional Homeland Security Planning Councils (such as that established as part of the Boston/Cambridge area Urban Area Security Initiative [UASI]) to support the development of regional:

- Risk mitigation strategies;
- Response and consequence management plans;
- Training programs and exercises; and
- CBRNE equipment acquisitions.

Being prepared requires constant planning, training, equipping and exercising. It requires consistent evaluation of sustainable performance in order to prevent, prepare for and respond to incidents. It also requires diligence in providing funding to support these emergency preparedness efforts. These Regional Homeland Security Planning Councils will continue to be expected (and supported) to:

- Assess and implement sustainable Homeland Security training and critical incident response planning activities;
- Identify and establish relationships between all responder agencies/groups within that region;
- Update emergency response and recovery plans -- and provide training to all relevant personnel -
- to ensure consistency with protocols as defined by the National Response Plan and the National Incident Management System recently released by the Department of Homeland Security;
- Develop strategies to mitigate the redundancy of facilities and communications functions;
- Conduct an inventory of all emergency response-related CBRNE equipment to identify critical gaps;
- Continue to provide necessary training to regional HAZMAT response teams;
- Continue to enhance strategies initiated by the Department of Public Health (through its CDC and HRSA cooperative agreements) to strengthen Medical Surge and Mass Prophylaxis capabilities;
- Continue to implement the Strategic National Stockpile program, which would provide life-saving pharmaceuticals and medical supplies to the Commonwealth in a WMD event;
- Continue to utilize available homeland security funds to support multi-disciplinary exercise programs;
- Conduct regional exercise programs between local, state and federal first responders to identify improvement areas for strategic planning purposes;

- Ensure that regional efforts are coordinated with the three Metropolitan Medical Response Systems (MMRS) jurisdictions – Boston, Worcester, and Springfield – which have been working since 1996 to develop plans for managing the health consequences of a WMD event;
- Develop strategies to strategically allocate CBRNE equipment to mitigate potential WMD incidents throughout each Homeland Security Region; and
- Provide comprehensive homeland security community outreach initiatives and programs.

The Department of Homeland Security defines response as the “activities necessary to address the immediate and short-term effects of an incident, which focuses primarily on the actions necessary to save lives, to protect property, and to meet basic human needs. Life-saving and life-protecting activities take precedence over other critical actions. Response activities include assessing preliminary damage and unmet needs; activating and deploying response resources into an affected area; providing access to and mobility within the area of operations; developing, coordinating, and executing an integrated incident management plan (which includes the activities of all response agencies); allocating existing resources in support of the plan and obtaining additional resources as required; and deactivation and standing down. It includes activities for providing basic life-support functions and services, triaging and treating personal injuries, minimizing damage to the environment and to property, both public and private, and planning for the transition from response to recovery within each functional area. Response operations also include law enforcement, investigative, and security activities conducted to address the criminal aspects of the incident.”⁷

Through these same regional consortiums, the Commonwealth will enhance its capacity to respond to critical incidents by:

- Formally recognizing and implementing the National Incident Management System (NIMS) with emphasis on the implementation and institutionalization of the Incident Command System⁸;
- Developing updated strategies to provide NIMS training and technical assistance⁹;
- Ensure that all CBRNE and “all hazards” related exercises utilize NIMS;

⁷ Department of Homeland Security, National Response Plan, page 9.

⁸ Massachusetts Governor Mitt Romney, in September of 2005, signed Executive Order No. 469 designating the National Incident Management System as the Commonwealth’s Incident Management Standard.

⁹ To guide the process of becoming NIMS compliant, a statewide NIMS Advisory Group, comprised of state and local officials, was formed to create a statewide NIMS implementation plan. This plan, released in 2005, provides the strategic vision to guide the Commonwealth (local, state, private sector and voluntary organizations) in becoming NIMS compliant by fully incorporating NIMS into its emergency response plans, procedures, training and policies by September 30, 2006. This statewide plan represents the compilation of input, ideas and recommendations received from the NIMS Advisory Group through a series of meetings and other planning activities held throughout calendar years 2004 and 2005.

- Updating all agreements and response planning documents that support multi disciplinary response activities, including all Comprehensive Emergency Management Plan Annexes, regional plans, MOUs, incident command and management plans, regional evacuation, sheltering in-place, and mass care plans;
- Identifying in the agreements the types and parameters of information exchanged, including standard methods of defining data, information, vulnerabilities and risks;
- Establishing formal agreements or MOUs that identify the agencies, the points of contact and the parameters of exchanges of information;
- Ensuring that the process of exchanging information achieves collaboration among agencies and organizations;
- Including in the exchange of information blueprints, schematics and other information on infrastructure on a need-to-know basis; and
- Streamline existing GIS infrastructure throughout the Commonwealth in support of homeland security priorities.

Goal #4 – The Commonwealth will improve the ability of first responders to communicate at the scene of a terrorist attack or other critical incident.

Local officials across the Commonwealth have complained for years that the ability of multiple public safety entities to effectively work together at the point of service – fires, accidents, natural disasters, search and rescues, etc. – has been seriously compromised because the radio systems used by independent entities operate on different radio frequencies. This means that first responders from one agency may not be able to use their radios to communicate with first responders from other agencies. This can result in a difficult – if not life threatening – operational environment, because every emergency response requires that information and instructions be communicated rapidly and accurately to all personnel that are on the scene.

There has been much debate about the best way to achieve this interoperability, particularly in light of confusion around the definition of “interoperability.” For example, in the mind of some public safety officials, interoperability is something that is only necessary during a critical and/or catastrophic incident and can best be achieved through the deployment of temporary capabilities (stockpiled radios, command vehicles, etc.). Others believe that interoperability is a crucial part of day-to-day emergency and non-emergency service delivery. Under this model, the infrastructure that supports interoperability must be permanent and front line personnel must be trained so that these systems can be used daily. In many respects the challenge of providing equipment interoperability has less to do with technology and more to do with identifying and putting in place the processes, protocols and agreements necessary to support multiple agencies using an integrated system.

With the realization by the federal government that communications interoperability was, indeed, a crucial link in responding to emergencies (post-9/11/2001), federal funding has been made available to state and local agencies to assist in developing interoperability solutions. The Executive Office of Public

Safety determined that a strategic plan was necessary to ensure that this funding was not only distributed to those agencies in need, but also that the resulting interoperability solutions are effective and promote interoperability among local, state, and federal agencies.

To this end, the Executive Office of Public Safety established the Statewide Interoperability Committee, comprised of individuals with specific expertise in the area of communications, and who also represented the various constituent disciplines having a vested interest in this area. To facilitate the working group's efforts, a web-based survey instrument was developed to assist in evaluating the current state of interoperability among the Commonwealth's public safety and public service agencies. This survey provided much of the data upon which the development of a comprehensive interoperability strategy will be based. As a result of the survey data and meetings with groups and individuals identified by the Commonwealth, an action and implementation plan and a realistic cost for achieving an increased level of interoperability was produced.

The EOPS interoperability survey was developed and available for input from July 16, 2003 through August 11, 2003¹⁰. One hundred and forty one surveys were completed, representing both public safety and public services agencies. Respondents, in many instances, represented multiple agencies in a specific field of public safety/service.

The majority of respondents to the survey (78%) indicated that the need for communications interoperability has increased considerably over the past five years. While interoperability is a priority of most agencies, respondents indicated that the most significant obstacles encountered in achieving a level of interoperability are limitations of funding (89.1%) and agencies operating on different frequency bands (73.3%).

To address these issues in a timely manner, the Interoperability Working Group agreed on two courses of action in developing the "blueprint" for interoperability in the Commonwealth:

- Currently available technology and equipment should be used where possible – improving existing networks and replacing those elements that may contribute to failure; and
- Ensuring connectivity and interoperability among existing regional systems throughout the Commonwealth.

These elements will permit available funding to be used more effectively and provide interoperability among regional public safety and public service agencies, where it is needed most, in a timely manner. Accordingly, as a part of its SHSS, the Commonwealth will take steps to implement its statewide interoperability plan¹¹. Additionally, the Commonwealth will take steps to evaluate and upgrade (when necessary) the statewide wireless (voice and data) infrastructure that supports mission critical communications by federal, state, regional, local and private sector entities. Further, the Interoperability

¹⁰ It should be noted that the survey was actually made available until October 16, 2003 for additional responses beyond the established deadline.

¹¹ In May of 2004, the Commonwealth of Massachusetts released its Statewide Interoperability Plan. The plan was created to ensure that funding is not only distributed to those agencies in need, but also that the chosen solutions are effective and promote interoperability among local, state, and federal agencies.

Working Group will work closely with representatives from the each of the Regional Planning Councils toward the development of interoperable protocols.

Goal #5 – The Commonwealth will improve its ability to recover from a terrorist attack or other critical incident.

The Department of Homeland Security defines recovery as “those actions necessary to restore the community back to normal and to bring the perpetrators of an intentional incident to justice. It entails the development, coordination and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual private-sector, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents. It may also include prosecution, incarceration, or other forms of punishment against perpetrators of intentional acts, as well as the seizure and forfeiture of their property.”¹²

As a part of its SHSS, the Commonwealth of Massachusetts will take steps to provide for the rapid resumption of critical services and capabilities in the event that primary systems and capabilities are rendered non-functional. Specifically, the Commonwealth will:

- Merge independent assessments and asset inventories into a single, effective continuity of operations plan;
- Create a mechanism to link the continuity of operations plan with threat assessments and update the continuity of government plan;
- Link the continuity of operations plan with those of other relevant state and local entities;
- Ensure that critical information and communication systems have adequate redundancy and disaster recovery capabilities; and
- Support a statewide capacity for protracted response and recovery operations.

D. State Prioritization Factors

- Risk as established by the statewide Threat and Vulnerability Assessment process
- Level of regional collaboration
- Level of multi-disciplinary collaboration
- Critical Infrastructure
- Population
- General Preparedness

¹² Department of Homeland Security, National Response Plan, page 9.

E. Coordination

Upon taking office in January 2003, Massachusetts Governor Mitt Romney designated the Secretary of Public Safety, Edward A. Flynn, as the Commonwealth's Homeland Security Advisor (as defined by the Department of Homeland Security). Throughout 2003, Secretary Flynn and the Executive Office of Public Safety took a number of steps to document the current status of the Commonwealth's homeland security efforts and to identify and document both gaps and priorities of state, regional, local and private sector entities involved in statewide homeland security activities.

EOPS conducted a statewide inventory of ongoing and planned homeland security efforts. This statewide assessment, completed in March 2003, included conducting a survey of 170 federal, state, local and private sector entities and completing a programmatic gap analysis and needs assessment.

Throughout 2003, the Executive Office of Public Safety convened and/or participated in hundreds of meetings across the state with law enforcement, fire service, emergency medical, emergency management, public health, regional and local officials as part of an aggressive outreach effort designed to solicit input from these entities to support the development of a statewide strategic plan.

As part of its effort to develop a statewide interoperability strategy, the Executive Office of Public Safety surveyed 150 public safety entities regarding operational, technological and other relevant issues associated with issues pertaining to the interoperability of radio systems. As a part of this planning effort, a multi-disciplinary working group comprised of state and local officials was established to advise EOPS on the development of this plan. Additionally, a series of regional meetings were convened to solicit local input on interoperability and other related issues.

In an effort to become compliant with the National Preparedness Goal, as laid out in Homeland Security Presidential Directive-8, Massachusetts created what is known as the HSPD-8 Implementation Team. The project team consists of senior level participants from the Executive Office of Public Safety, Executive Office of Transportation, Executive Office of Health and Human Services, Massachusetts State Police, Massachusetts Emergency Management Agency, Department of Fire Services, Department of Public Health, and Massachusetts National Guard. The project team was tasked with the responsibility of taking each of the fifteen risk-based scenarios, coupling them with the 36 target capabilities and associated Universal Task List, assess the states current capabilities, and then identify the gaps to create a matrix. Once this phase of the project has been completed, the completed HSPD-8 Implementation Matrix would then be vetted and validated through each of the five regional Homeland Security Planning Councils. The work of this HSPD-8 Implementation Team has laid the foundation for the Commonwealth's strategy to comply with the seven National Priorities, the eight Priority Capabilities and the five goals of the State Homeland Security Strategy.

To support strategic planning and operational coordination, EOPS has established a Homeland Security Executive Committee comprised of senior officials from the Commonwealth's Department of Fire Services, Executive Office of Public Safety, Executive Office of Health and Human Services, Department of Public Health, Massachusetts State Police, Criminal History Systems Board, Massachusetts Bay Transit Authority (MBTA) Police Department, Massachusetts Port Authority (Massport), Executive Office of Transportation, Massachusetts National Guard, Massachusetts

Aeronautics Commission, Attorney General's Office, the Massachusetts Emergency Management Agency, U.S. Coast Guard, U.S. Attorney's Office, F.B.I. – Boston Office, and Amtrak. Additionally, the metropolitan Boston Urban Area Security Initiative has appointed a representative to serve on the executive committee. The Homeland Security Executive Committee will work in partnership with local entities that will be organized into multi-disciplinary regional consortiums modeled on the Boston Urban Area Security Initiative.

Moreover, in the Spring of 2004, the Executive Office of Public Safety created five Regional Homeland Security Advisory Councils to serve as the governance body (both policy-making and administrative) for each of the five geographically defined Homeland Security Regions, as described in Goal #3. The Regional Planning Councils are responsible for developing and guiding the implementation of regional homeland security plans that are driven by regional vulnerabilities. Additionally, the Regional Planning Councils oversee all grant program expenditures for the Homeland Security Region while complying with the financial and administrative requirements set forth by the Federal Office for Grants and Training and the Executive Office of Public Safety. Additionally, the Executive Office of Public Safety has created the Division of Homeland Security to be responsible for all Homeland Security grant funding as provided by the Department of Homeland Security. Liaisons from EOPS' Homeland Security Division and coordinators assigned by the Massachusetts Emergency Management Agency (MEMA) provide guidance to each of the Homeland Security Regions as well as to state and local first responders throughout the Commonwealth. Additionally, the Secretary of Public Safety has created a Homeland Security Executive Coordinating Committee, which is comprised of senior management personnel from its core state agencies, including: Undersecretary of Law Enforcement and Homeland Security, Director of the Homeland Security Division, Branch Chief of Homeland Security of MEMA, Unit Commander of the Criminal Information Section of the State Police, Unit Commander of the Commonwealth Fusion Center, Director of Emergency Response and Homeland Security of the Department of Fire Services, Director of Homeland Security for the Executive Office of Transportation, Director of the Center for Emergency Preparedness in the Department of Public Health, and the Director of Military Support for the Massachusetts National Guard. The Homeland Security Executive Coordinating Committee is charged with the overall responsibility of providing operational oversight for homeland security activities taking place within the Commonwealth.

Description of Jurisdiction:

The Commonwealth of Massachusetts consists of 351 cities and towns¹³ and is approximately 8,257 square miles (of which 7,838 square miles is land area) with a population of 6,349,097. Its topography varies from shoreline on the eastern coast, interspersed relatively flat areas, and rolling hills, mountainous, and forested terrain, as one travels west. The majority of the population resides in the eastern third of the state and that area is predominately comprised of shoreline and a relatively flat topography.

F. Process Used to Complete the Jurisdiction Assessments

¹³ It should be noted that while there are 14 identified counties within the Commonwealth, these counties do not possess any governmental oversight over individual cities and towns.

In 2003, officials from the Commonwealth attended a regional session in New York City where an overview of the OGT Assessment Process was explained by OGT and technical advisors from Texas A&M University's Engineering Extension Service (TEEX). After returning, meetings were held throughout the state in order to instruct local jurisdictions on completion of the 2003 Homeland Security Assessments. Additional meetings were held for State Agencies. These meetings were held to facilitate the completion of Jurisdiction assessments using the DHS/OGT's "Jurisdiction and Reference Handbook" for resource direction. Using these resources, workgroup members from each Jurisdiction participated in each session to ensure standardization in all assessments. Upon completion, the Massachusetts State Police (MSP) Criminal Information Section (the entity charged with responsibility completing the statewide threat vulnerability and risk assessment) reviewed and analyzed the assessments for quality control before the data was used by the Executive Office of Public Safety (EOPS is designated as the State Administrative Agency (SAA)). The MSP reviewed assessments for completeness and ensured projections made were realistic for each jurisdiction based on planning factors for CBRNE scenarios. If an assessment required revision, the SAA released the information back to the jurisdiction to be revised and resubmitted.

A. Jurisdiction prioritization:

During the assessment process, a majority of jurisdictions within the Commonwealth indicated that they currently lack the full range of resources necessary to be considered prepared to adequately respond to a terrorist attack or other critical incident. Additionally, these agencies indicated that in the event of a catastrophic incident (or major emergency), they rely on resources provided by outside entities. These additional resources are often provided through mutual aid and inter-agency agreements. A key component of the Commonwealth's strategy will involve enhancing regional response capabilities through the establishment of regional consortiums that will oversee regional planning, risk mitigation, equipment acquisition and training efforts. Additionally, as a part of this regional approach the Commonwealth will work with its federal, regional, local and private sector partners to assess the current coverage of existing mutual aid and other relevant agreements and, if necessary, modify and/or update them.

Evaluation Plan for the State Strategy

The Secretary of EOPS has been designated by the Governor as the Commonwealth's Homeland Security Advisor and State Administrative Agency. As such, the Secretary serves as the senior executive official responsible for overseeing and evaluating all activities related to the implementation of the SHSS. In support of this responsibility, EOPS conducts a number of activities including:

- EOPS will work with its federal, state, regional, local and private sector partners to establish, document, track, and evaluate specific milestones and performance metrics for each objective contained within the SHSS.
- EOPS will disburse to regional and local entities a portion of the yearly federal grant funding upon the achievement of certain defined milestones.
- EOPS will work with each region to develop a strategy to mitigate threats, vulnerabilities and risks identified through the baseline statewide risk assessment and ongoing risk identification

activities. These mitigation strategies will include specific milestones and performance metrics that will be tracked and evaluated by EOPS on an ongoing basis.

- A full time employee has been appointed from the Massachusetts Emergency Management Agency to serve as a liaison and point of contact for each Homeland Security Region. This liaison supports and coordinates planning efforts on a regional basis, and tracks the activities of each specific region on an ongoing basis in accordance with the SHSS.
- Each regional council is required to provide quarterly reports to EOPS on progress made in achieving identified implementation steps and milestones.
- Every quarter, EOPS convenes a meeting of representatives from each regional council to provide updates on progress and disseminate federal and state initiatives.
- EOPS will, as required, submit reports to DHS regarding the implementation of the SHSS.
- EOPS will work with the state training academies to implement the Statewide NIMS Implementation Plan.
- EOPS will establish, implement, and monitor a three year exercise program to test the CBRNE capabilities of the Commonwealth. Moreover, EOPS will also utilize and leverage available G&T funding and other Federal resources to complement its exercise program.

EOPS will conduct periodic meetings with its federal, state, regional local and private sector partners to review the strategic goals, objectives, and implementation steps of the SHSS. Additionally, based on these periodic meetings, EOPS will have the responsibility of for revising, as needed, the goals, objectives and priorities of the Commonwealth's homeland security efforts. Moreover, EOPS will identify those revised goals and objectives through the standardized reporting format designated by the Office for Grants and Training. This report will indicate those goals and objectives that have been revised and provide new supporting information regarding their measurements and assigned deadlines for completion.